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Annual report. 1946.

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COMMONWEALTH OF MASSACHUSETTS

DEPARTMENT OF PUBLIC WELFARE

Patrick A. Tompkins, Commissioner

To the Honorable Senate and House of Representatives:

The Twenty-seventh Annual Report of the Department of Public Welfare, covering the year from July 1, 1945, to June 30, 1946, is herewith respectfully presented.

Members of the Advisory Board of the

DEPARTMENT OF PUBLIC WELFARE

Date of Original Appointment	Name	Residence	Date of Expiration
12/ 1/36	Mary T. Roberts	Chestnut Hill	1/31/48
9/ 3/43	Rev. James H. Doyle	Boston	1/31/47
10/13/43	Harold S. Fuller	Winchester	1/31/49
3/21/45	Lillian R. Ostrow	Boston	1/31/48
2/20/46	Albert F. Doyle	Brockton	1/31/47
2/20/46	Rabbi Levi A. Olan	Worcester	1/31/49

DIVISIONS OF THE DEPARTMENT OF PUBLIC WELFARE

BOSTON

Division of Aid and Relief, Room 30, State House
Robert P. Curran, Director
Albert E. Howell, Chief Supervisor
Subdivision of Social Service
Flora E. Burton, Supervisor
Subdivision of Appeals
Louis R. Lipp, Supervisor
Bureau of Accounts
Clarence A. Bingham, Supervisor
Bureau of Research and Statistics
John H. Monahan, Jr., Acting Supervisor
Division of Child Guardianship, Room 43, State House
Marion A. Joyce, Director
Esther Hill, Assistant Director
Bureau of Incorporated Charities, 15 Ashburton Place
Florence G. Dickson, Supervisor
Division of Juvenile Training, 41 Mr. Vernon Street
Benjamin Joy, Chairman
Walter C. Bell, Executive Secretary
State Board of Housing, 20 Somerset Street
Philip Nichols, Chairman
Division of Commodity Distribution, 600 Washington Street
John C. Stalker, Director

INSTITUTIONS UNDER THE SUPERVISION OF THE

DEPARTMENT OF PUBLIC WELFARE

Tewksbury State Hospital and Infirmary, Tewksbury
C. Winthrop Houghton, M. D., Superintendent
Massachusetts Hospital School, Canton
Donald C. Gates, M. D., Superintendent
Lyman School for Boys, Westborough
Charles A. DuBois, Superintendent
Industrial School for Boys, Shirley
Robert T. Gray, Superintendent
Industrial School for Girls, Lancaster
Elizabeth Bode, Superintendent

REPORT OF THE COMMISSIONER OF PUBLIC WELFARE

This report of the Commissioner of Public Welfare covers the period from July 1, 1945 to June 30, 1946. The former Commissioner, Mr. Arthur G. Rotch, who had submitted his resignation to His Excellency, Maurice J. Tobin, on March 1st, remained in office on a half-time basis awaiting the appointment of the new Commissioner. This appointment occurred on August 8th, 1945.

The most significant activity during the year concerned the change which occurred in the Old Age Assistance program as the result of the enactment of Chapter 683 of the Acts of 1945. This law which became effective January 1, 1946, drastically liberalizes the income exemptions to which children are entitled before they have a legal responsibility to contribute to the support of their parents. Because of the decrease in relatives' financial responsibility, the average assistance payment has gone upward to some extent and the number of assistance recipients has increased. However, the very bothersome situation under which local boards of public welfare and the Department were required to refer children of Old Age Assistance recipients to the District Court for criminal prosecution has been completely eliminated.

A second important statutory change in the public assistance programs, which was enacted during the year but will not be effective until September 3, 1946, provides that mandatory budgetary standards shall be in effect in the Aid to Dependent Children program. Similar legislation on Old Age Assistance has been in effect for several years, and it has already been demonstrated that uniform and equitable assistance payments can be made available to recipients in all of the local political units of the Commonwealth through this method of determining grants in accordance with approved budgetary standards.

Shortly after his appointment, the present Commissioner became aware of the serious problem which existed in that activity of the Department which concerns the licensing and supervising of boarding homes for the aged. A staff consisting of a supervisor and one field worker clearly could not adequately process the large number of initial requests from persons planning to operate a boarding facility nor make the periodical visitations to currently licensed homes. During the year an additional five registered nurses were recruited as boarding home inspectors. The function of licensing and supervising these homes was decentralized and an inspector was assigned to each of the district offices of the Department. Considerable emphasis was placed on improving the sanitation and safety standards of the various homes. The Department received excellent cooperation from the State Department of Public Safety and various local safety inspectors and fire chiefs in this matter.

The first step in a plan to decentralize the activities of the Division of Child Guardianship was realized on November 15th when the Springfield District Office was expanded to include Child Guardianship as well as Aid and Relief activities. Another significant change in the Child Guardianship Division was brought about with the adoption of substantial increases in the board rates used in compensating foster mothers who have children placed in their care.

The Field Audit Section of the Department, a group of workers who conduct fiscal reviews of all expenditures made by local Boards of Public Welfare for which Federal and State financial reimbursement is claimed, was expanded and decentralized. This section was formerly a unit of the Bureau of Accounts and worked

directly from the State House. Decentralization has brought the field auditors into the direct line of activity with local agencies and will promote closer understanding between the social service and fiscal personnel of the Department.

Two important changes in personnel occurred during the year: February 19, 1946 marked the appointment of Robert P. Curran of Brookline as Director of the Division of Aid and Relief. He succeeded Rollo A. Barnes of Hingham who had resigned in August to accept a position with the Boston Council of Social Agencies. Mr. Curran is a graduate of the Boston College School of Social Work and had considerable supervisory and executive experience in social service agencies in New York State prior to his entering the Armed Forces during World War II. In March, Mr. G. Frank MacDonald resigned from his position as Supervisor of Boarding Homes for the Aged to accept an appointment as Institutions Commissioner in the City of Boston. Miss Flora E. Burton, Supervisor of Social Service in the Department, carried on with Mr. MacDonald's work and accomplished the decentralization of the boarding home activity heretofore discussed.

At this time, the Commissioner wishes to acknowledge with grateful appreciation, the tremendous help that was given him at the time of his entry into the Department by the former Commissioner, Mr. Arthur G. Rotch. Mr. Rotch was most cooperative in assisting the Commissioner in taking over the manifold and complex duties which the position involves.

DIVISION OF AID AND RELIEF

Robert P. Curran, Director

The Division of Aid and Relief includes four subdivisions:

Subdivision of Supervisory Service
Subdivision of Settlement
Subdivision of Social Service to Tenksbury
State Hospital and Infirmary
Subdivision of Appeals

The reports of the supervisors of these subdivisions are
herewith submitted.

DIVISION OF AID AND RELIEF

Robert P. Curran, Director

The functions of the Division of Aid and Relief are as follows: supervision of Old Age Assistance and Aid to Dependent Children programs which are administered by the City and Town Welfare Boards of the Commonwealth; the development of the standards and procedures for the administration of these programs; the disbursement and audit of State and Federal funds distributed under these programs; supervision and reimbursement of assistance given to persons not having a legal settlement under the so-called General Relief and Sick State Poor programs by local Boards of Public Welfare; reimbursement of expenses incurred for unsettled persons suffering from dangerous diseases, by local Boards of Public Health. Through the subdivision of Social Service, the Department carries out the responsibility for admission and discharge of patients at the Tewksbury State Hospital and Infirmary.

Throughout the year the Department continued to administer the two special Federal programs, Civilian War Assistance and Assistance to Enemy Aliens and Others, as the need has arisen. The Federal Government reimburses one hundred percent for expenditures made under these programs.

Because of the continued rise in the cost of living, the payments to recipients in all categories increased substantially during the year. In May, an upward revision in the budget allowances for food and fuel was made. During the year the average monthly assistance payment on Old Age Assistance increased from \$42.76 in June of 1945 to \$46.83 in June of 1946. More significant, however, is the steady rise in case load which was experienced during the year. The downward trend in case load experienced throughout the entire period of the war, December, 1941 to August, 1945, has been reversed since V. J. Day and a net increase in case load of 5,228 cases occurred during the fiscal year. This rise in case load is attributable in part to the relaxation of the requirement for relatives' contributions, but in the main, from loss of employment by aged persons due to the slackening of war industries. The average monthly payment per family on Aid to Dependent Children rose during the fiscal year from a monthly grant of \$80.32 in June, 1945 to \$84.38 in June, 1946. A case load rise of 1,089, bringing the total number of families on Aid to Dependent Children to 8,250 at the end of the year, was experienced. Again, this increase, commencing shortly after V. J. Day, represents a reversal of the steady downward trend experienced between December, 1941, Pearl Harbor, and the end of the War, during which time the case load decreased by more than 5,000 families. The rise during the current year is attributable to the lessening of employment opportunities for women and children during the post-war months. In the category of General Relief, an increase in monthly payments from \$32.10 to \$34.01 appears; case load increased from 13,100 to 14,044. None-the-less, this case load compares favorably with the 40,000 case load in receipt of General Assistance at the beginning of the War.

The most important legislative enactment which became effective during the current year was Chapter 683 of the Acts of 1945, which drastically liberalized the provisions of the Old Age Assistance law relating to support by children of recipients of assistance. This law became effective January 1, 1946, and established a greatly increased schedule of exemptions for legally liable children. Under the new schedules, single children in the home are exempt in the amount

of \$1500 income per year; single children out of the home in the amount of \$1750 per year. A married child is exempt in the amount of \$2750 a year irrespective of the income status of the spouse. In addition, a married person receives \$500 a year exemption for each additional dependent other than the spouse. Federal and State income tax payments are added to the basic exemption to determine the total exemption. A contribution of one-third of any surplus earnings beyond the amounts heretofore mentioned, is expected from the child. The effect of this law after six months of operation appears to be that 75 percent of the children required to contribute in whole or in part to the support of parents under the previous law are now relieved of this responsibility. The law further eliminated the criminal prosecution of children and substitutes a civil action to be commenced in a Superior Court of Equity as the method to be used when children fail to contribute. However, no court action has yet been necessary under the new law. This is a happy contrast to our previous experience when more than one hundred cases a month were being processed in the courts by various local welfare agencies.

Another important change which became effective in September was brought about by Chapter 441 of the Acts of 1945. This Chapter amends the Old Age Assistance Law to provide that recipients shall be allowed the services of the physician of their own choice. During the year each local welfare agency in the Commonwealth developed and secured approval from the Department of a local medical care program providing for choice of physician, fee schedules for payment of physicians' services, etc.

In the Aid to Dependent Children program, three changes occurred: Chapter 412, effective September 11, 1945, provides that Aid to Dependent Children payments shall be retroactive to the date of application; Chapter 567, effective October 8, 1945, provides that the needs of both the father and mother and older brothers and sisters under twenty-one years of age shall be considered in determining the amount of assistance to be paid to any family in which one or more "dependent children" reside. A third most important change which was enacted during the year will not be effective until September of 1946. This provision, Chapter 415 of the Acts of 1946, makes it mandatory that each Aid to Dependent Children case shall be assisted in accordance with budgetary standards which have been approved by the Department of Public Welfare. This is a most important change as studies in the past have indicated that many communities grant considerable less money to Aid to Dependent Children families than is required according to good nutrition and health standards.

Other important legislative changes included Chapter 583 of the Acts of 1945, increasing the Department's per diem hospital rate from four to five dollars; Chapter 668, Acts of 1945, providing for an additional payment not in excess of fifty dollars in certain cases of burial where cemetery charges are incurred; Chapter 240, Acts of 1945, extending the Confidential Records Law to include General Relief records; and Chapter 541, Acts of 1945, which provides that a person eligible for either Aid to the Blind or Old Age Assistance may exercise his choice between the two programs.

Several major organizational changes were effected in the Division during the year. The basic purpose behind these changes was to bring to the Field Services operation of the Department, the District Offices, as many activities as could properly be assigned to the field. The abolishment of the Bureau of Boarding Homes for the Aged and the decentralization of the functions of that unit to the District Offices, as later described in the report relative to boarding homes for the aged, was an important organizational change. This placed the responsibility

for licensing and inspecting boarding homes, nursing homes and convalescent homes directly under the Department's District Supervisors. The decentralization of the Field Audit Staff, formerly a unit of the Bureau of Accounts working directly from the State House, was a second important organizational change. The net effect of this new operational plan is to co-ordinate in the District office the various services of the Department as carried out by its staff of field representatives, field auditors, and nursing home inspectors.

THE REPORT OF THE SUBDIVISION OF SUPERVISORY SERVICE

The Subdivision of Supervisory Service is the Field Operation's Unit of the Division of Aid and Relief. Through seven District Offices, located in Springfield, Worcester, Lawrence, Malden, Brockton, New Bedford, and Boston, the Department renders supervisory services in the public assistance field to the thirty-nine city and three hundred and twelve town Boards of Public Welfare.

During the fiscal year being reported, the activities of the Field Staff centered around two areas:

1. The unusually large number of legislative enactments during the year required development and distribution of considerable written plan material outlining the methods and procedures to be followed in carrying out these laws by local welfare agencies. A number of group meetings were scheduled throughout the Commonwealth at which time oral instructions implementing the written material were given. A sample of cases was studied in a number of communities to determine the degree to which local agencies were conforming with statutory revisions.
2. The administrative case review activity which had been started experimentally during the previous year was intensified and expanded with the result that all communities in the State were subject to a five percent case review in the programs of Old Age Assistance and Aid to Dependent Children during the year. Some of the results found in the case review are included at the end of this report.

The District Offices adjusted their operational functions on several occasions during the year to absorb activities which heretofore had been carried out on a centralized basis. The Department's activity in the area of complaints and inter-state inquiries, formerly a Central Office responsibility, was assigned to the District Offices, effective November 1, 1945, together with a new responsibility to be carried out on cases requesting fair hearings. These changes were brought about by an administrative memorandum from the Commissioner which said in part:

"Effective November 1, 1945, District Offices will assume responsibility for the following operations:

1. Acknowledging complaints to persons writing to the Department, whether directly or in behalf of an applicant for, or recipient of, public assistance.
2. Consultation either by means of correspondence or personal conference with local officials on complaints, by letter or telephone, on requests on behalf of an applicant for, or recipient of, public assistance.
3. Adequate reports on those complaint letters referred to the district office on which a report is requested, in addition to
 - a. A report, in triplicate, on complaints referred by the Executive Office to the Department
 - b. A single copy of a report of all complaints personally brought to the attention of the Commissioner.

4. Referral of Out-of-State inquiries related to social service problems to local boards of public welfare for information to be used in final reply to the Out-of-State agency. Acknowledgement to Out-of-State agency that the inquiry has been referred, noting the probable lapse of time before a final reply may be secured. Administrative decision will determine whether district staff members may be needed to assist local officials in handling certain inquiries. The responsibility for acknowledgment of legal settlement, or determination of legal settlement, is placed in the district office with the assignment to the settlement agent rather than another staff member.
5. When notified by the Supervisor of Appeals of a request for a fair hearing, the district office will forward a summary of the case to the Supervisor of Appeals within three (3) weeks. This will be used to apprise the referee of the facts prior to the hearing. The district offices are further responsible for conferring with local officials on the request for a fair hearing to determine whether an equitable adjustment can be made which would lead to the withdrawal of the request. The summaries forwarded by both the local and district offices may well include information that the request has been withdrawn as result of work by the field staffs. (The local board of public welfare will continue to be responsible for forwarding a summary to the Supervisor of Appeals within two (2) weeks after it is notified of the request for a fair hearing.)"

The Central Office files on complaints were segregated by districts and forwarded to the District Offices, and in each District a card system governing complaints, inter-state inquiries, and fair hearing requests was installed. These activities have brought about improved relations with local Boards of Public Welfare, have eliminated to a considerable extent the delays formerly experienced in handling inter-state correspondence, and have reduced by almost one-third the number of fair hearing cases which have required formal hearings and decision by an appeal referee.

The Field Audit Section of the Bureau of Accounts was decentralized and its staff assigned to the District Offices. Three field auditors were assigned in District I because of the large number of local units (102); two field auditors were assigned to each of the other District Offices except Districts V and VI which shared the services of a nurse inspector.

Considerable emphasis was placed during the year on studying the duties and responsibilities of the staff of field representatives. In many areas of the Commonwealth, particularly in rural communities, the Department, through its staff of field representatives, was continuing to give prior approval to individual case situations. Also the local board expected in many instances to clear each new application with the State worker before taking action itself. It was agreed that the Department was placing too little effort in the area of over-all administrative problems, management and organizational factors, and was attempting supervision of local agencies primarily by the analysis of individual case situations.

A beginning was made on revising the Administrative Review Process so that more attention could be focused upon the over-all operations of local agencies rather than individual case analysis. The head social workers of the District Offices will devote the major part of their time to case reviews and will meet frequently with the Department's Consultant on Case Reviews.

During the year the Department conferred on several occasions with representatives of the Division of the Blind; as the result of which, a joint working agreement was developed and issued in Bulletin Form. This bulletin outlines the procedures to be followed by all local Boards of Public Welfare and the Division of the Blind in referral of cases between agencies; in providing additional cash allowances in the assistance budget to cover special needs incident to blindness; and includes methods to be used in cooperative budget situations when Aid to the Blind and one or more other forms of public assistance are being received by members of the same household.

The following "CONCLUSIONS AND RECOMMENDATIONS" which were arrived at by the Department, after analysing the State-wide administrative case review already referred to, are included at this time for purposes of outlining the important areas wherein field service activity must be focused in the coming year....."It is conceded that the review was generally acceptable to local agencies as well as State staff. The difficulties encountered were less than the advantages. Both groups of workers became more conscious and aware of State requirements and more familiar with the Manual in relation to this activity. Locals were receptive because they felt that the purpose of the review in testing State procedures was a valid operation. They were interested in participating in this operation and made many suggestions and recommendations. The State workers as a result of the review are more aware of the function of the community and have a broader concept of its activity. From the Central Office viewpoint, the results of the review showed that there was good preparation of local communities, that the scheduling was done objectively, and that the suggestions made by the State staff, together with their ability to analyze the reactions of the local board, were very helpful for use in compiling a report on the total review process.

The pressures were heavy and the review appeared to be too comprehensive. Instability was created through the release of the material in sections rather than as a total procedure and without a period of experimentation. Very few communities had an adverse attitude towards the review. One district reported that one community felt that the State "was snooping" and a few other communities had a fear reaction. The authority for the review was questioned by at least one community, and in another the Federal review was questioned. The threat of disallowance was paramount until the explanation by the Field staff allayed this.

The field staff was particularly conscious that this activity should be performed by reviewers unless the workers were relieved of regular activity during the period the review was conducted. They felt that they could not do both assignments satisfactorily. The lack of full interpretation on instructions was evident to the workers. In relating the Federal review to the State review, using the same communities and schedules, it was found that very little benefit was derived. This planning should be separate. However, the workers are now more familiar with the Federal review process and its objectives. It was found that dates established for completion of certain portions of the review were not met and objection was raised from certain districts that such dates are always extended near the end of the time allotted. When a district has forced itself to meet the date established, an extension does not relieve them of the pressure which has been experienced. The feeling is that extension is anticipated and taken advantage of by some groups. A set policy should be developed whereby no extension of time is granted until conference has been held on the validity for such, and then it should not be State-wide, but on an exception basis only.

The local agencies, the State staff, and those in the Central Office who were concerned with the review processes are convinced that it is an excellent supervisory tool and a basis for determining the needs of a community. It is, therefore,

recommended that the review be a continuing process. It was evident that this review as conducted, requiring the Field Representatives in some districts to do the review simultaneously with regular assignments, was not completely satisfactory. Consequently, it is recommended that a study be made as to the possibility of using a different method of conducting future reviews. One recommendation is that a reviewing staff be responsible for the case scheduling, with the follow-up activity assumed by the Field Representative. Another recommendation is that the review be integrated with the regular activities and related so that the difficulties arising from the pressures would not be duplicated.

As a result of the review, several weaknesses were found which should be studied further, with revision of material where needed. It is recommended that the staff be given ample opportunity to become familiar with the schedules and instructions and total procedures, together with experimentation, before entering into the formal review. In revision of the schedules, consideration might be given to their use for more specific information in certain areas or as the bases for further District or State-wide study, e.g. in ascertaining that assets are properly investigated and verified, the amount and type of asset could be recorded on the schedule for further analysis.

Throughout all districts, the follow-up by disallowance, if any, and conferences on all matters were not completed, due to misunderstanding and lapse of time. It is recommended that timing of such conferences, and the manner in which they should be conducted, should be determined and that the length of time between the scheduling of cases and discussion on findings with the local agencies should be closer so that the relating of the schedules to the results of the administrative review may be more beneficial.

Practically every district recognizes the need for staff development, both local and State. This point was developed by certain Supervisors, with recommendations made. One of the recommendations is that full reports on reviews be available to the District Offices for use in staff meetings. Another point which was emphasized is that the Field staff is unable to evaluate the quality or adequacy of case recording unless they are better equipped by instruction to do so. The standards by which to measure the needs of the community as to social work or clerical staff are not well defined and, again, the staff feels inadequate in this capacity.

Supervision of the review varied with districts. In general, the same methods were used for discussion in staff meetings. In those districts where the review was related and a part of the State worker's function, additional supervision was given in regular supervisory conferences. Where it was considered as a special district project, staff meetings and discussions of the review schedules were held at infrequent intervals. The Central Office plan to return to the districts to discuss with individual workers, or in staff meetings, the interpretations which were applied on certain items was not completed. However, this is important and should be continued even at this point. It is recommended that a district staff meeting be held at which the State-wide and Federal findings are related to the district's findings. Following this, a conference with the Supervisors should be held to develop plans for future reviews and special studies based on the needs of the districts. Examination and discussion should also be included regarding the local conferences to ascertain the tenor and results. It is recommended that a program of staff development, utilizing State Consultants and others, be established for the benefits of both local and State staffs.

The Manual requirements presently in effect are considered by the majority of the workers to be too high or rigid for testing the administration of a local agency which is board administered or has only a part-time staff. There is a

definite need for revision of Manual policies and procedures in relation to establishing minimum standards which would be applicable to the smallest community. It is recommended that the Manual material be clarified and more liberal interpretation be allowed, with particular reference to such items as insurance, property ownership and transfer, assets, deserving citizen, and fitness of parent. Not only are the requirements of verification considered too high for certain types of local agencies, but there is confusion and some conflict in the Manual information. It is further recommended that the requirements to establish continuing eligibility be fully set forth and local agencies be advised that the minimum requirements are in effect and that penalties for failure to meet them will be imposed; and that consideration be given to the clarification of items of continuing eligibility, particularly all factors subject to change, and to a revision and simplification of budgetary procedures.

The criticism that the review is too comprehensive is made, with the suggestion that certain essential facts be determined on review and special studies or projects be devised with special items to cover the individual needs of any community.

One important conclusion which was reached was the need for a coordination of the services within the State Department, both in establishing review procedures and in analyzing the administration of a local agency. All reports which are sent into, or requested from, a community, whether fiscal or statistical, should be known to the Field staff. Several of these will be important for consideration in the conferences held with the community. A knowledge of the requirements upon locals from these Subdivisions would be helpful in discussing and planning with them from several angles. All financial matters where funds are either withheld or disallowed should be a part of the knowledge of the Supervisors, as in many instances the appropriate explanations are available and the relation between the Field Representative, District Office, and the local office is more constant than that of the field auditor. It is recommended that study be made of this situation with the intention of arriving at some means of coordinating more closely the services of the various Subdivisions."

ANNUAL REPORT FROM JULY 1, 1945 to June 30, 1946

Department of Public Welfare - Subdivision of Appeals

Louis R. Lipp, Supervisor

OLD AGE ASSISTANCE

CHAP. 118A, Sec. 3

The following report covers the number of Old Age Assistance and Aid to Dependent Children appeals received during the year July 1, 1945 to June 30, 1946. Using the total number of cases handled, cases approved were approximately 24%. The action taken by the Subdivision of Appeals in the matter of denials is subdivided into the reasons for such denials. It should be noted that the preponderance of the denials by the Subdivision of Appeals is based on the fact that present grant was sufficient to meet the needs of the recipient. This reason for denial covers cases in which requests for increases and decreases of grant by local board were the basis of such appeal.

In the wide variance of appeals filed by district, it is interesting to note that Districts IV and VII had far greater numbers of appeals. Both of these districts cover the large and densely populated metropolitan areas. On this basis, we should conclude that appeals are more prevalent in these areas by comparison with the rural districts in the state.

Number of appeals pending June 30, 1945	303
Number of appeals received during above period	1654

APPEALS ACTED UPON:

DENIED	766
APPROVED	422
No action taken, aid granted by local board, etc.	13
Did not appear at scheduled hearings	69
Closed for various reasons by Subdivision of Appeals	19
Withdrawn voluntarily by appellants prior to hearings	440
Died	10
TOTAL	1739

REASONS FOR DENIALS BY SUBDIVISION OF APPEALS:

Present allotment meets budget of need	514
Sufficient resources	61
Excessive funds	48
Lack of proof of essentials (age, citizenship and residence)	30
Not in need	18
Wife has excessive resources	11
Unsatisfactory explanation of disposition of funds	13
Fraud	1
Transfer of funds, real estate	11
Ownership of property not occupied as a home	11
Excess insurance (including 1 excess cash surrender value)	17
Not deserving	12
Appeal filed more than 60 days, etc.	6
Ownership of personal property	1
Inmate of public institution	1
No application on file	2

OLD AGE ASSISTANCE ANNUAL REPORT JULY 1, 1945 to June 30, 1946 Continued

REASONS FOR DENIALS BY SUBDIVISION OF APPEALS: (Continued)

No request made to local board prior to filing appeal	4
Payment of dentures (payment already made)	1
Failure to secure authorization for moving expenses	1
Transportation by private ambulance not authorized	1
Extra medical payments denied	1
Clinic facilities available	1

TOTAL DENIED 766

NUMBER OF APPEALS RECEIVED BY DISTRICTS: 1654

District #1	133	District #4	291
District #2	104	District #5	162
District #3	166	District #6	110
District #7	688		

NUMBER OF HEARINGS HELD: 1268

NUMBER OF APPEALS PENDING JUNE 30, 1946: 218

AID TO DEPENDENT CHILDREN APPEALS

CHAP. 118, Sec. 8

Number of appeals pending June 30, 1945	12
Number of appeals received during above period	121

APPEALS ACTED UPON:

DENIED	30
APPROVED	56
Did not appear at scheduled hearings	4
Closed, more than sixty days, etc.	1
Withdrawn voluntarily by appellants prior to hearings	23

TOTAL 114

REASONS FOR DENIALS BY SUBDIVISION OF APPEALS:

Present allotment sufficient	13
Sufficient income	6
Unsatisfactory explanation of disposition of funds	3
Retroactive payment denied--expenses incurred prior to appln.	1
Failure to measure up to ADC standards	3
Excessive personal property	3
Available resources	1

TOTAL DENIED 30

NUMBER OF HEARINGS HELD: 91

NUMBER OF APPEALS PENDING JUNE 30, 1946 19

SUBDIVISION OF SETTLEMENTS

Roy D. Merchant, Supervisor

The subdivision of settlements investigates the settlements of patients admitted to the Tewksbury State Hospital and Infirmary, State Farm (Infirmary Department), State Sanatoria, and the Massachusetts Hospital School, and generally supervises the settlement work of the division. There were six persons remaining in the Infirmary Department of the State Farm on June 30, 1946.

The facilities of the Infirmary Department are no longer available for the admission of dependent persons from cities and towns.

The following table is a summary of the work accomplished for the year ending June 30, 1946 in the examination and investigation of settlements of inmates of the State Institutions:

<u>Institutions</u>	<u>Examina- tions</u>	<u>Orders Issued</u>	<u>Settle- ments Found</u>	<u>No Settle- ment</u>	<u>Orders with- drawn</u>	<u>Total Cases Return- ed.</u>
Tewksbury State Hospital and Infirmary	1352	515	412	100	6	2385
State Farm	14	14	7	5	0	40
Lakeville State Sanatorium	153	116	106	5	0	380
No. Reading State Sanatorium	78	66	63	5	0	212
Rutland State Sanatorium	123	43	36	4	0	206
Westfield State Sanatorium	213	161	151	5	0	530
Massachusetts Hospital School	3	3	3	0	0	9
<u>TOTALS</u>	<u>1936</u>	<u>918</u>	<u>778</u>	<u>124</u>	<u>6</u>	<u>3762</u>

Total cases pending June 30, 1946 - 91

ANNUAL REPORT
OF THE
Subdivision of Social Service
July 1, 1945 - June 30, 1946

The outstanding facts in this year for Social Service at Tewksbury State Hospital and Infirmary to report are: 1. The continued low patient population at Tewksbury; 2. The great demand for care of the chronically ill; 3. The continuous and increasing appeal for beds for the physically and mentally defective infants and small children and lack of facilities to meet the demands.

The patient population at the Tewksbury State Hospital and Infirmary continues to be low; 1,949 was the census for the last day of the fiscal year, June 30, 1946, and the highest daily census for the year 2,060 which indicates that employment continues plentiful and wages high. Admissions to Tewksbury always reflect economic conditions as they increase rapidly when employment begins to slacken, because our men who are unskilled or semi-skilled are the first to be laid off. Furthermore, the unemployment compensation has undoubtedly had its effect on preventing and delaying admissions, and O.A.S.I. insurance plus O.A.A. gives the aged more security in the community.

Although the total census is low, the admissions needing hospital bed care have increased in both the Men's and Women's Wards so that the 700 men's hospital beds have only a few vacancies, and the 250 women's hospital beds have been in such demand that a waiting list had to be established in September 1945. Applications from local hospitals and local Boards of Public Welfare have been cleared through Social Service and patients have been admitted on the basis of the medical emergency and social situation. As there are only twenty-six local infirmaries in the State equipped to give care to the chronically ill and aged sick, the towns and small cities are dependent on Tewksbury as a last and only resource. The commercial boarding and nursing homes may be used for O.A.A. recipients but they are not available to other relief recipients or persons of low income.

This year it has become increasingly evident that the greatest need in the State medical care program is adequate and reasonable resources for the chronically ill. Cooperative planning by both public and private hospitals in conjunction with health and social agencies would indicate better use of the few present resources and provide new facilities on a planned basis over a period of years to meet the demands in the several areas of the State. Research and treatment of chronic disease should be the center of any planned program together with supplementary hospitals such as Tewksbury for long-time and terminal care of the chronic sick.

The most appealing and distressing requests come from families for the placement of mongoloid and malformed infants and the mentally defective small children who may be also physically handicapped. Tewksbury with eighty cribs for these children, and over-crowded Wrentham State School are the only resources in the State. The waiting list for Tewksbury is never less than sixty which means that only the most urgent cases can be admitted, and vacancies occur only when the children die. The social and emotional situations in families of such children are tragic and heart-breaking and need more immediate service than can now be given to prevent greater catastrophes.

Men

On July 1, 1946 there were 1,138 men, of whom 211 were in the insane wards. 700 were in the hospital wards, 227 were in the convalescent and ambulatory wards. The able-bodied unemployed men, who were so frequently housed for the winter, are seldom admitted, as local Boards of Public Welfare now provide general relief for temporary unemployment and the Social Security Benefits have helped to reduce this group of residents. The shelters which were so over-crowded in the depression days have been closed since 1941.

Chronic alcoholism continues to be one of the most difficult problems and for which there is no effective treatment either in the institution or in the community. 168 men were admitted with the diagnosis of alcoholism or conditions due to excessive drinking. 59 cases of tuberculosis were diagnosed on general physical examination; were isolated until transferred to Rutland State Sanatorium. Many terminal cancer patients are admitted for expert nursing and medical care.

Women

On July 1, 1946 there were 711 women, 357 were in the insane wards and 354 in the general medical wards. The hospital wards have 250 beds which are continuously filled with chronically ill or aged sick women. The waiting list is not more than 15 or 20, but as the turn-over of patients is slow the applications are pressing. Fortunately, there are always available beds for terminal cancer.

89 women were admitted for confinement, 29 of whom were wards of the Industrial School at Lancaster. The rehabilitation of the unmarried mothers and the children born out of wedlock present difficult and serious problems to whom are assigned three social workers who are particularly understanding and skilled in assisting these young women.

Children

On July 1, 1946 there were 144 children under 21 years of age, 117 under 15 years of age were in the Children's Hospital. 85 of these children are mentally defective and are awaiting admission to the State Schools for the feeble-minded; of whom 64 were under 3 years of age (19 mongolism, 6 hydracephalus and other anomalies causing mental deficiency); 32 were normal infants born in the Maternity Ward and awaiting placement with their mothers or in foster homes. Of the children between 15-21 years of age, 10 were mentally defective awaiting commitment to feeble-minded school; 10 were girls from Lancaster Industrial School awaiting confinement; 7 had incurable chronic diseases.

If the Department of Mental Health could accommodate in its own Institutions the 568 committed insane, the 100 feeble-minded children now temporarily placed at Tewksbury for their own and the community's protection, the wards and buildings thus vacated would give ample space for the much needed and better service to the chronically ill.

The Social Service Staff is at the Institution daily except Saturday and Sunday to interview new patients who may have problems or worries which need attention while they are in the hospital and later to make plans with them when ready for discharge to return to the community. This involves contacts with family, friends, social and health agencies, employers, etc. who may help in the rehabilitation of the patient. Interpretation to the patient, to the doctors and to the family, of the medical and social needs is the chief function of Social Workers in a hospital so that all persons interested may work together for the recovery of the patient and his return to normal living.

The case-loads of the Social Workers vary in number according to the type of illness and social situations involved. The chronically ill person may have problems needing to be adjusted for a long or terminal stay in the hospital - others need very little service other than friendly bedside visits. The unmarried mothers and their babies need much service in preparation for return to the community and many continue to need and want frequent advice and interest sustained over long periods of time. Support for the children is obtained from the fathers whenever possible by agreement or court action. Older patients are assisted to obtain O.A.A. and others are referred for general relief until employment is secured.

Applications are frequently received directly at the office from social agencies for case-work service or transportation service. To prevent unnecessary admissions to Tewksbury, plans are made to give interim relief outside of the institution.

Referred for transportation to other states	---	19
By Travelers' Aid Society	---	17
Single persons	---	16
A mother and three children	---	1
By Mass. General Hospital	---	2
Two single persons		

Relatives or public authorities had agreed to receive and provide for applicants on arrival before transportation was granted to the desired destination.

Students in Training

One student from the Simmons School of Social Work wrote her thesis for her Masters Degree on the study of records of 50 unmarried mothers who had retained the responsibility of the child for at least eight years. The completed study is very interesting to the staff for it points up the success and failures of the case-work services as given to this group of patients.

Acknowledgement

The Supervisor and the Staff wish to express their appreciation for the cooperation and interest received from the Commissioner, and the Superintendent and Staff of Tewksbury State Hospital and Infirmary.

WOMEN AND CHILDREN ADMITTED TO TEWKSBURY STATE HOSPITAL AND INFIRMARY

DURING THE PERIOD, July 1, 1945 to June 30, 1946

AGES OF ADMISSION

Births	65 (5 stillborn)
Under 1	19
1 to 7	13
7 to 16	12
16 to 21	62
Over 21	<u>154</u>
	325

SOURCES OF ADMISSION

<u>Under 1:</u>	
Boards of Public Welfare	9
Institutions Registration Dept.	9
Industrial School for Girls	<u>1</u>
	19
<u>1 to 7:</u>	
Boards of Public Welfare	9
Institutions Registration Dept.	2
Division of Child Guardianship	<u>2</u>
	13
<u>7 to 16:</u>	
Boards of Public Welfare	8
Division of Child Guardianship	1
Industrial School for Girls	2
Institutions Registration Dept.	<u>1</u>
	12
<u>16 to 21:</u>	
Boards of Public Welfare	15
Division of Child Guardianship	2
Industrial School for Boys	2
Industrial School for Girls	25
Institutions Registration Dept.	<u>18</u>
	62
<u>Over 21:</u>	
Boards of Public Welfare	96
Institutions Registration Dept.	56
Other Institutions	1
Schools for Feeble-Minded	<u>1</u>
	154

DISEASES AT ADMISSION

<u>Under 1:</u>	
Feeble-Minded	12
Infancy	5
Miscellaneous Diseases	<u>2</u>
	19
<u>1 to 7:</u>	
Feeble-Minded	5
Miscellaneous Diseases	<u>8</u>
	13
<u>7 to 16:</u>	
Feeble-Minded	1
Pregnant	2
Miscellaneous Diseases	<u>9</u>
	12
<u>16 to 21:</u>	
Cancer	2
Gonorrhea	1
Heart	2
Miscellaneous	15
Pregnant	40
Syphilis	<u>2</u>
	62
<u>Over 21:</u>	
Arteriosclerosis	35
Cancer	8
Heart	23
Mental	5
Miscellaneous Diseases	50
Pregnant	29
Syphilis	3
Tuberculosis	<u>1</u>
	154

WOMEN AND CHILDREN DISCHARGED FROM TEWKSBURY STATE HOSPITAL AND INFIRMARY
DURING THE YEAR ENDING JUNE 30, 1946

Absconded (against advice)	8
Boys Parole	1
Court	1
Employment	23
Employment with child	20
Division of Child Guardianship	10
Feeble Minded Schools	5
Girls Parole	48
Other Institutions	5
Place of Settlement	10
Relatives and Friends	96
State Hospitals	<u>14</u>
	241
Deaths	65

MEN ADMITTED TO TEWKSBURY STATE HOSPITAL AND INFIRMARY

DURING THE YEAR ENDING JUNE 30, 1946

AGES OF ADMISSION

21 to 40	93
41 to 60	425
Over 60	<u>509</u>
	1027

SOURCES OF ADMISSION

<u>21 to 40:</u>	
Boards of Public Welfare	51
Institutions Registration Dept.	<u>42</u>
	93
<u>41 to 60:</u>	
Boards of Public Welfare	186
Institutions Registration Dept.	238
State Farm	<u>1</u>
	425
<u>Over 60:</u>	
Boards of Public Welfare	297
Institutions Registration Dept.	206
State Farm	4
Other Institutions	<u>2</u>
	509

DISEASES AT ADMISSION

<u>21 to 40:</u>	
Alcoholism	11
Epilepsy	2
Heart	3
Mental	4
Miscellaneous	72
Tuberculosis	<u>1</u>
	93
<u>41 to 60:</u>	
Alcoholism	56
Arteriosclerosis	58
Cancer	4
Epilepsy	5
Heart	29
Mental	2
Miscellaneous Diseases	247
No Disease	2
Syphilis	1
Tuberculosis	<u>21</u>
	425
<u>Over 60:</u>	
Alcoholism	29
Arteriosclerosis	158
Cancer	16
Heart	84
Mental	10
Miscellaneous Diseases	191
No Disease	8
Syphilis	1
Tuberculosis	<u>12</u>
	509

No. of men discharged	801
Absconded (against advice)	289
Board of Health	2
Court	7
Employment	70
Old Age Assistance	13
Other Institutions	60
Other States	8
Place of Settlement	26
Relatives and Friends	55
Without Investigation	271
Deaths	252

A N N U A L R E P O R T

FOR THE YEAR ENDING JUNE 30, 1946

INSPECTION OF LOCAL INFIRMARIES

ASSISTANCE TO ENEMY ALIENS

CIVILIAN WAR ASSISTANCE

BOARDING HOMES FOR THE AGED

BUREAU OF RESEARCH AND STATISTICS

INSPECTION OF LOCAL INFIRMARIES

FOR 1945 - 1946

This year the Department was fortunate to secure the capable services of Miss Hannah Adams, Research Bureau of the Greater Boston Community Council, to make a study and survey of the local infirmaries in the State. An Advisory Committee of social workers, physicians, members of local Boards of Public Welfare was appointed to advise and direct the study. A copy of this study is attached as evidence that the requirement of annual visitation has been met.

The method of study required a visit to each of the eighty-nine infirmaries which included a detailed schedule with summary of the infirmery inspection, together with a conference with local Board of Public Welfare. Findings of this study in brief: 89 local infirmaries had a population of 3,903 with a bed capacity of 6,178. The occupancy rate was 63%, or 2,277 vacancies, - Very few of which could be used for persons needing nursing care. The 26 larger infirmaries were partially equipped to give nursing and medical care, but needed more trained personnel and better equipment. The smaller infirmaries were suitable to take only ambulatory persons and many could become attractive boarding homes. In general the buildings were old but in fair condition. The per capita cost per week ranged from \$2.00 to \$20.00, but the average was between \$10.00 - \$11.00 a week. Large farms attached to infirmaries have been sold so that half of the infirmaries cultivate less than 5 acres and 24 sell a few products. In general the personnel was not adequate in training or in number, and salaries too low.

It is hoped that local Boards of Public Welfare will read carefully the study, especially the recommendations which, if followed, would do much to make the local infirmery a truly useful social asset to the community.

ASSISTANCE TO ENEMY ALIENS AND OTHERS
AFFECTED BY RESTRICTIVE GOVERNMENTAL ACTION

Executive Order #38, signed November 18, 1942, established a program which enabled the Commonwealth to assist dependents of persons interned as enemy aliens or those in need because of restriction. All expenditures were reimbursed by the Federal Government, including administrative expenses. The early activity of this program was in serving and assisting needy dependents of interned persons, and in 1944 the program was extended to cover the resettlement of Japanese citizens and American citizens of Japanese extraction who were removed from the California area by military order. The latter program was in cooperation with the War Relocation Authority.

The activity of the program in Massachusetts was limited, and from 1942 to the end of 1946 only 11 cases involving 24 persons were rendered assistance or service. Funds were expended in accordance with Federal policies and procedures with State responsibility for administering the program.

Cases assisted included three families of detained or restricted German citizens and only one under the Japanese enemy classification. Seven families were referred by the War Relocation Authority for planning and assisting their resettlement in Massachusetts. Two of these were returned to their native California when permission for re-entry was available, as they were unable to make adjustment in the new environment.

The total expenditures for the program were \$2,837.76. Originally, the State appropriated funds and claimed Federal reimbursement. As of July 1, 1945, Federal funds of \$2,000 were advanced and expenditures deducted. In July 1946, the Federal appropriations were terminated and the unexpended balance of \$1,351.31 was refunded to the Social Security Administration in October.

Both public and private agencies cooperated in plans and services to this group. In spite of the hardships imposed by their removal and loss of homes, the attitude of those affected was not antagonistic but hopeful.

CIVILIAN WAR ASSISTANCE

July 1, 1945 - June 30, 1946

Executive Order #30, dated July 16, 1942, established the basis upon which Massachusetts could accept Federal funds and issue procedures in cooperation with the Massachusetts Committee on Public Safety Evacuation Division. Executive Order #54, dated June 1, 1943, cancelled Executive Order #30 and clarified certain responsibilities. Funds were appropriated by the State to be used for evacuation of persons from restricted areas, to meet the needs of persons affected by enemy action or danger thereof, or for service and assistance to United States citizens, and/or their dependents under 18 years of age, who have been interned or stranded and repatriated to the United States. All persons were advised that reimbursement of funds advanced to them could be made as soon as possible. At first, all the applications were made by injured Merchant seamen or their dependents whose needs were the result of enemy action. Early in 1945, the first applications from repatriates were accepted, and during this fiscal period service to the seamen was discontinued and the emphasis of the program directed to repatriated citizens only. The countries from which these people were repatriated were Poland, Italy, Greece, France, Rumania, and China.

Prior to 1945, all cases were handled at Central Office. In July 1945, the District Offices were asked to assume the responsibility for supervision, and local agencies were asked to render aid directly and request reimbursement in accordance with procedures issued by the Department. In this fiscal period, 5 cases were continued from the previous year; 10 new cases received service only, and 29 were granted assistance. In the latter, there were 79 individuals aided.

With the change in procedures, no State funds were appropriated but Federal funds were advanced in the amount of \$15,000. Local Boards of Public Welfare were reimbursed from these funds after information establishing eligibility had been submitted and the bills had been examined by the State. Consultant and supervisory service was available from Central Office, for which Federal reimbursement was made.

Expenditures for this period totaled \$10,267.33 including administrative expenses of \$364.01, and \$354.52 was received by the Commonwealth from persons to whom assistance had been rendered. Maintenance needs of \$6,161.73 were provided. Household furnishings totaling \$1,402.04 were purchased for several families, some for complete rehabilitation, some to supplement gifts and donations from relatives and private agencies. Transportation amounting to \$652.08 was furnished to repatriates arriving in Boston whose destinations for permanent residence were in other states. Medical and dental services were provided by the United States Public Health Service. The cost of services which the hospital was unable to provide, or of medical needs of persons living outside the metropolitan area, were met from Civilian War Assistance funds. This was a small expenditure of \$275.39. The balance of the expenditures covered special and miscellaneous needs.

Those persons who selected Massachusetts for residence were aided for a temporary period and were granted services in establishing a home, learning English, purchasing clothing, and procuring employment. The Massachusetts Employment Service was very cooperative, as were church agencies, the Family Welfare Society, and the Basic English Class at Harvard College. The International Institute cooperated by offering social contacts and opportunities for the newcomers.

A N N U A L R E P O R T
on
BOARDING HOMES FOR AGED
JULY 1, 1945 - JUNE 30, 1946

This Division of the Department's Service which operates under Chap. 121, Sect. 22A has been very much handicapped by lack of personnel in its licensing procedures and inspections and not until December 1945 was the need sufficiently recognized to obtain suitably trained and adequate personnel. The Director, Mr. G. Frank McDonald, who resigned in January 1946 to become Commissioner of Institutions for the City of Boston for many years had worked alone doing an impossible assignment very well until last year when he was given the assistance of a graduate nurse and a social worker. This year in December two graduate nurses were added, and in March two more graduate nurses were assigned so that each Welfare District Office had a boarding home inspector working under the immediate supervision of the District Director and meeting monthly at the Central Office for general supervision, coordination of policy and procedure, and the development of uniform standards of inspection and care of persons boarding in the proprietary Homes.

More frequent visitation to the Homes at first brought resentment from the proprietors but gradually they recognized they needed the help and advice which the trained personnel had to offer. As the Homes had been originally built for family living, the construction and room arrangements had been modified with little regard for safety to meet the needs of a small institution. Public Safety Inspectors, local fire inspectors, and wire inspectors were asked to approve new applications and all homes as they came up for renewal of license before a license would be issued. This took many months as inspections were slow, repairs, and recommendations expensive and extensive with supplies difficult to obtain.

Throughout the year the inspectors emphasized public safety protection for all homes and strict observance of quota of boarders to prevent over-crowding which had been evident in many homes. The homes were very much understaffed due to the shortage of nursing service every where and quotas were sometimes reduced in proportion to personnel.

As of July 1, 1946 --

Approximate Boarding Homes for the Aged licensed.....	800
Approximate population in Homes	7,000
Approximate population receiving OAA in Homes	3,500
Approximate population receiving other forms of public assistance	500
Approximate population private patients	40%

The Homes are scattered over the State, with the concentration of homes in the larger cities - Western Mass., District I, had 63 homes; the Cape, District VI, had only 40 homes - while Boston, District VII, had 130-140 homes. More than half of the homes were caring for both nursing care and ambulatory patients and vary in size from 3 to 50, but the average number was 12 - 15 residents.

To help proprietors in buying food, preparing and serving menus of nutritious food, the Department's Home Economics Consultant arranged a series of discussion groups for the proprietors in convenient localities in the District. These have been so much appreciated that they will continue next year.

The licensing of boarding homes for the aged should be carefully and intelligently done so that those who live in them feel more secure with this protective service and their relatives and friends may be reasonably sure of good care and kindness. Inspection is an educational process, not a police check, for the proprietors and the inspectors, who should be graduate nurses, not only with keen observation and her personal knowledge of care of sick, but a consciousness of the human as well as physical needs.

The Department seeks cooperation of physicians, social workers, and other individuals visiting these homes to keep it informed of any abuses, neglect or harsh treatment so that such conditions may be investigated and corrected as soon as possible.

Standards of care are improving, but there is much yet to be done as always in any program serving people.

BUREAU OF RESEARCH AND STATISTICS

The Bureau of Research and Statistics completed nine and one half years at the end of June 1946. The personnel, 25 persons, appointed under Civil Service regulations, consists of a Supervisor of Welfare Statistics assisted by a Principal Statistical Clerk, Senior Statistical Clerks, Junior Clerks and a Stenographic force.

The functions of the unit include collecting, compiling, analyzing and publishing statistics of the principal types of relief which may be enumerated as follows:

1. Statistics of assistance and aid administered under the provisions of Titles I and IV of the Social Security Act: Title I -- Grants to States for Old Age Assistance, and Title IV -- Grants to States for Aid to Dependent Children. These Titles require that the State agency administering Old Age Assistance and Aid to Dependent Children shall make reports in such form and containing information as the Social Security Board may, from time to time, require and shall comply with such provisions as said board may find necessary to assure the correctness and verification of the reports.
2. Statistics of General Relief administered under the laws of the Commonwealth and the regulations of the Department of Public Welfare. This information is submitted by every city and town in the Commonwealth each month on prescribed forms and is combined by the Bureau into district and state totals.
3. Statistics of other types of aid and assistance administered by other states and federal agencies in furtherance of the policy to develop the Bureau as a clearing house for all kinds of statistical information relative to the entire Social Security program. Therefore, the Bureau has maintained tabulations of data secured from the following local agencies;--Department of Education, Division of the Blind, Federal Old Age Insurance; Unemployment Compensation Commission.
4. Statistics with respect to matters closely associated with relief. Tabulations are maintained by the Bureau on employment data compiled and published by the Department of Labor and Industries; the Index of Industrial Activity in Massachusetts compiled by the State Planning Board; the Cost of Living Index published by the Department of Labor and Industries, Division on the Necessaries of Life; other miscellaneous statistical information which may be used in describing or analyzing the Relief situation. To all these cooperating agencies we here extend our acknowledgment for the permission granted to us to republish their figures.

During the period July 1945 through June 1946 the Aid to Dependent Children case load continued to rise slowly from 7 095 cases for July 1945 to 8 250 cases in June of 1946. Expenditures, while showing a decrease for July and August, showed a substantial increase in each of the remaining months of this period reaching \$696 131 in June 1946.

TABLE II

Aid to Dependent Children

July 1945--June 1946

<u>1945</u>	<u>Families</u>	<u>Children</u>	<u>Amount Expended</u>	<u>Av. per family</u>	<u>Av. per child</u>
July	7 095	17 486	\$ 566 706	\$79.87	\$32.41
August	7 048	17 380	563 125	79.90	32.40
September	7 118	17 619	571 078	80.23	32.41
October	7 214	17 893	596 508	82.69	33.34
November	7 356	18 248	617 961	84.01	33.86
December	7 488	18 634	637 058	85.08	34.19
<u>1946</u>					
January	7 676	19 123	655 572	85.41	34.28
February	7 840	19 545	675 909	86.21	34.58
March	7 962	19 806	684 608	85.98	34.57
April	8 105	20 208	693 825	85.60	34.33
May	8 217	20 475	692 669	84.30	33.83
June	8 250	20 593	696 131	84.38	33.80
Total	91 369	227 010	\$7 651 150	\$83.74	\$33.70

From a low of 3 222 family cases receiving General Relief in July of 1945 a steady increase continued until April and the last two months of the year showed a sizable decrease. Single-person cases followed this same trend.

TABLE III

General Relief

July 1945--June 1946

<u>1945</u>	<u>No. of families</u>	<u>No. of single residents</u>	<u>Total No. of cases</u>	<u>Amount expended</u>	<u>Av. per family</u>	<u>Av. per single resident</u>	<u>Av. per case</u>
July	3 222	8 837	12 059	\$ 390 112	\$45.79	\$27.45	\$32.35
Aug.	3 259	8 918	12 177	409 980	46.94	28.82	33.67
Sep.	3 448	8 890	12 338	402 609	44.43	28.06	32.63
Oct.	3 582	8 916	12 498	440 223	49.15	29.63	35.22
Nov.	3 690	8 938	12 628	447 121	48.56	29.98	35.41
Dec.	3 877	9 024	12 901	481 462	51.93	31.04	37.32
<u>1946</u>							
Jan.	4 611	9 144	13 755	502 532	48.66	30.42	36.53
Feb.	5 428	9 376	14 804	540 293	48.12	29.77	36.50
Mar.	5 771	9 298	15 069	586 151	51.58	31.02	38.90
Apr.	5 104	8 987	14 091	498 496	45.02	29.90	35.38
May	4 494	8 989	13 483	494 322	48.92	30.53	36.66
June	4 083	8 904	12 987	441 704	46.58	28.25	34.01
Total				\$5 635 005			
Mo.av.	4 214	9 018	13 233		\$48.12	\$29.58	\$35.49

In addition to the regular periodic reports submitted by the Bureau to Washington and used by the department, there are frequent calls for special reports or tabulations which usually describe some particular phase of the relief situation in more detail than can be obtained from the regularly published reports of the Bureau. The much greater number of such requests this year as compared with last year indicates not only the growing interest in the welfare problem from a statistical viewpoint, but, in a measure, evaluate the work of the Bureau as a public agency. Such organizations as chambers of commerce, taxpayers' associations, private welfare units and Universities frequently ask for data which the Bureau has available and such requests are always welcome.

During the past year the legislature has become increasingly aware of the vast fund of information available in this Bureau that is valuable to them in studying proposed changes in the law. It has been very gratifying to members of this Bureau who have worked diligently to build up this fund of information to see their efforts rewarded by the use of the information not only by the Department and the above mentioned organizations but by the Committees of the Legislature and its individual members.

The collection of figures on local Aid to Dependent Children administrative expenses continued during the year as a regular reporting procedure for which the Bureau made up reporting forms and instructions for the use of the local boards. This information is collected semi-annually so that reimbursement to the state, cities and towns from federal funds for Aid to Dependent Children administration expenses will be forthcoming.

Some minor changes were made in our basic report forms due to changes in reporting requirements or changes in the law. Except for these changes, the collection and compilation of our basic statistical data continued much the same as in the previous year.

Figures were prepared by this Bureau for the Commissioner on Taxation for the distribution to the various cities and towns of their share of the meal tax.

During this period a study on the cost of Medical Care in Public Assistance was begun in April and the Study will run through September 1947. This study which is being made in 19 cities and towns throughout the State is a major project for the Bureau and is probably the biggest single job ever to be attempted by the Bureau. It is hoped that the results may be ready by the end of the 1947 fiscal year.

In conclusion, it may not be amiss to state that the Bureau has progressed tremendously in the past year. It has come to be recognized as a source of very valuable information by the Department as a whole and by many outside persons dealing with relief problems. Research work and forecasting is now being done by the Bureau to a limited extent. Efficient and effective services to the Commissioner and other policy making officials of the Department and the Legislature, to the cities and towns and to all state agencies, public or private are among our main objectives. The interchange of information among the various agencies concerned with the Social Security program has been and will continue to be encouraged by the Bureau. Finally we wish to thank all the many cooperating individuals and agencies for their assistance during the year with the assurance that any facts or figures in our possession are always available to them.

PART II

PRIVATE CHARITABLE CORPORATIONS

Annual Report for the Year Ending June 30, 1946

PART II

PRIVATE CHARITABLE CORPORATIONS

Patrick A. Tompkins, Commissioner

Supervisors

Miss Florence G. Dickson

Miss Mary C. Robinson

Miss Alice M. McIntire

Government supervision of private charitable corporations is provided in three legislative enactments, the first of which requires the Department of Public Welfare to investigate all applications for charitable charters, while the second and third call for annual inspection and annual reporting. In the following pages of this part of the report the functions of the department and the year's work under these several statutes are explained. This statement is followed by a tabulation of some of the essential figures showing the financial condition of the various charities.

INVESTIGATION OF CHARITABLE ORGANIZATIONS SEEKING INCORPORATION

General Laws (Ter. Ed.) Chapter 180, section 6, provides that the department shall investigate, give a public hearing, and report its findings to the Secretary of the Commonwealth, in all cases of charitable organizations which seek a certificate of incorporation. During the year ending June 30, 1946, 68 applications for charters have been referred under the provisions of this statute. The department has completed its investigation, given hearings and reported on 65 applications, including 10 received prior to the beginning of the year.

Action has been taken by the Secretary of the Commonwealth on 58 applications as listed below. All of these petitions have been approved and charters issued.

Allerton Hospital
Americal Division, Inc.
American Cancer Society (Massachusetts Division), Inc.
Archbishop Cushing Charity Fund, Inc.
Bay State Schools (Incorporated), The
Bingham Associates Fund of Massachusetts
Borkum Family Charity Fund, Inc.
Braggville Community Club, Inc.
Braintree Post #1702, V. F. W. Building Association, Inc.
Catholic Charitable Bureau of Boston, Inc.
Community Nursery School, Incorporated
Cretan's Association Minos, Inc.
Davenport Memorial Foundation
East Bridgewater Public Health Nursing Association
Fairview Lodge & Boys Club, Inc.
Fay and Herman Geist Foundation Inc.
Federation of American-Hellenic Societies of
Massachusetts, Inc., The
Finkelstein Family Charity Fund, Inc.
Foundation for Vision, Inc.

Franciscan Missionaries of Mary, Inc., The
George C. Clarke Post No. 801 V. F. W. Building Corporation
Girls Clubs of America, Inc.
Greater Boston Development Committee, Inc.
Grey Nuns Charities, Inc., The
Haverhill Girl Scout Council, Inc.
Henry Hornblower Fund, Inc.
Hugh Cabot Memorial Fund, Inc.
Junior League of Holyoke, Massachusetts, Inc.
Keystone Charitable Foundation, Inc.
Lancaster Current Topics Club, Inc.
Lion's Aid Canteen, Inc.
Mental Rehabilitation Committee, Inc.
Methuen Memorial Music Hall, Inc.
Monsieur H. Laham Foundation, Inc., The
Mount Hope Hospital, Inc.
New England Council of Young Israel, Inc.
New England Federation of Humane Societies, Inc.
Newton Tuberculosis and Health Association Inc.
Palestine Research Associates
Particular Council-Society of St. Vincent de Paul
of the City of Lawrence
Pontos Society, Inc.
Propagation of the Faith of Boston, Inc.
Saint Ann's Mission Club Inc.
St. Columban's Foreign Mission Society
Salesian Society, The
Shrewsbury Girl Scout Council, Inc., The
Social Service League of Cohasset, Inc.
Syrian Relief Association of Boston, Incorporated
Town of Douglas Servicemen's Fund, Inc., The
Veteran's Home Inc.
Waltham Hospital Associates, Inc.
War Mothers Home Inc. (applied as United War Mothers, Inc.)
Western Branch, Massachusetts Society for Social Hygiene, Inc.
Westfield Pops Concerts, Incorporated
Wilmington Community Fund, Inc.
Winchester Community House, Inc., The
Woman's Society of Christian Service of the New England
Conference of The Methodist Church, Inc.
Zshashkover Aid Society of Boston, Inc.

SUPERVISION OF CHARITABLE CORPORATIONS

General Laws (Ter. Ed.) chapter 121, section 7, requires the Department of Public Welfare, upon the request or with the consent of a charitable corporation, to make annual inspection or investigation of such corporation.

During the past year supervision of incorporated charities has been continued through visits and conferences by the supervisors. There have been 143 inspections involving many consultations and visits to institutions.

There have been 389 inquiries regarding particular charities and general matters related to the field of private charity.

NUMBER AND CLASSIFICATION OF INCORPORATED CHARITIES IN MASSACHUSETTS

Of the 1,497 charitable corporations which made returns to this department during 1946, 135 are homes for the aged; 147 are hospitals, sanatoria and other institutions for the sick; 148 are nursing societies and other health agencies; 271 are agencies giving family service and relief; 133 are child-serving agencies; 201 are youth agencies; 101 are settlements and neighborhood centres; and 139 are federations, foundations, and community chests. The remaining 222 form a miscellaneous group chiefly civic or eleemosynary in their nature.

ANNUAL REPORTS OF CHARITABLE CORPORATION

General Laws (Ter. Ed.) chapter 180, section 12 provides that a charitable corporation incorporated within this Commonwealth must make to this department an annual financial return on or before the first day of November in each year, and further provides that if any corporation fails for two successive years to make the report, the Supreme Court may decree its dissolution. Figures from the financial reports of corporations for the last year are given on the following pages. The abstracts are arranged in alphabetical order.

An analysis of the returns made in 1946 showed the total property, real and personal, of all these charities to be \$430, 440, 404. Subscriptions and donations amounted to \$25, 230, 179. Total current receipts were \$89,765,515. Total current expenditures were \$87,401,730. Total paid for salaries and wages amounted to \$34,553,205.

CORPORATIONS DISSOLVED

In 1946, 15 corporations were dissolved by decree of the Supreme Court. The list follows:-

American Youth Council of Springfield, Inc.
Cantabs Club, The
Caravan Club, Inc.
Christmas Arcade, Inc.
Greenfield Young Men's Christian Association, The
Lincoln Aid Association
Lynn Home for Children
Lynn Women's Clubhouse Corporation
Mary Catherine Keith Foundation, Inc.
Mass. Branch of National Association on Indian Affairs, Inc.
North End Community Center, Inc.
Polish Home of the Little Flower, Inc.
Resthaven Association, Inc.
Swedish Home of Peace ("Fridhem")
Washington Street Day Nursery of Somerville

REGISTRATION OF FOREIGN CHARITABLE CORPORATIONS

General Laws (Ter. Ed.) chapter 180, section 12A, requires a charitable corporation incorporated elsewhere than in Massachusetts, which engages in charitable work or raises funds within the Commonwealth, to file with the department (1) a true copy of its charter or certificate of incorporation, (2) a true copy of its constitution and by-laws, and (3) an annual report on or before November first. Approximately 52 corporations organized outside Massachusetts filed reports under this statute during the year.

NO ENDORSEMENT OF PRIVATE CHARITABLE ORGANIZATIONS

The Department of Public Welfare endorses no private charitable organization or agency. This rule is absolute, regardless of the known standing of any such society. Inspection and publication of the annual return in this volume do not mean approval; on the contrary, inspection may mean the discovery of conditions calling for condemnation. No agency is warranted, therefore, in using the fact of inspection in such manner as to lead the public to believe that the department approves or in any sense commends its work.